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the economic losses occasioned by death, accident, illness, and compulsory idleness; rational education; charity; normal standards of living and social religion."

WILLIAM L. CHENERY

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*The Government of European Cities.* By WILLIAM BENNETT MUNRO, Assistant Professor of Government in Harvard University. New York: Macmillan, 1909. Pp. ix+409. \$2.50.

This book is distinctly an addition to our textbooks on municipal administration, despite the fact that we have several very good ones already. It is a book which will prove of great benefit to the serious-minded reader interested in municipal government; but it will probably be used mostly as a reference or textbook in colleges and universities.

The preface states that "the purpose of this volume is to explain in a general way, the structure and functions of city government in three European countries. . . ." Municipal functions, however, are not adequately enough treated for a complete study of municipal administration; although a change of policy in the treatment of London—which city is given special consideration in the chapter on English cities—brings in short discussions of various municipal activities in the County of London. The author has, to be sure, in some measure prepared us for this restriction of the scope of the work by disclaiming any intention "to examine in detail the physical operation of municipal services or the minutiae of municipal administration" (Preface). As a study of the structure of municipal government in the three countries, France, Germany, and England, however, Dr. Munro's book is most excellent; and one only hopes that a companion volume on municipal activities by someone as conversant with functions as Professor Munro here shows himself to be with the structure of municipal government, may be given us before long.

Dr. Albert Shaw's two volumes, *Municipal Government in Great Britain*, and *Municipal Government in Continental Europe* were intended for the general reader, and lack something in accuracy and organization of material, as well as being too eulogistic of foreign as compared with American city administration. Professor Fairlie's *Municipal Administration* is more carefully compiled and is better adapted to the serious student. Indeed, for a book of

its size it is the best study we have on municipal administration as a whole. In order to include municipal functions, however, in a book of approximately the same size as the present volume, Dr. Fairlie had to compress many statements and omit others, so that for an understanding of the subject the student often has to refer to Dr. Shaw's books. Dr. Munro's book combines the good points of both these writers, and in addition gives a more complete and unified statement than either of them. He has the advantage, of course, of a more restricted field; but his work is so good that one wishes for as competent a volume on municipal functions.

The book is divided into but four chapters, one devoted to the government of each of the three great countries of Europe, and one to the sources and bibliography. It would have been advantageous for the sake of younger students to have given a brief outline of the government of the municipalities of a country at the beginning of the chapter devoted to that country. For the details necessarily included—even in a work which, like the present one, makes no attempt to deal exhaustively with the subject—are sufficiently numerous to prevent one's keeping in mind the whole framework of the municipal government under discussion until it has been completely developed. Thus, to cite an example, the chapter on "The Government of Prussian Cities" begins on p. 109; the council, board of magistrates, and burgomaster are named as the organs of city government on p. 126. Then follows the organization of the council and the method of its election (pp. 127, 128); but there is no statement of its duties until p. 154 is reached, and the *Magistrat* is not treated of until one comes to p. 163. A very brief outline of the relation of these bodies to each other and to the municipality, if given early in the chapter, would be of great value to college students. Moreover, an analytical table of contents, or at least a fuller table than the one given—five lines in length!—outlining the chief points in the chapters, would have served to enhance the value of the book greatly. The absence of a synopsis, however, is partly compensated for by the very good marginal headings. These are numerous, indicative, concrete, and properly placed. The paragraphs on the powers of the *Magistrat* (pp. 169–80) are sufficiently held together by numbering the nine main heads—in spite of the fact that explanatory instances are cited, sometimes in special paragraphs, as, e. g., pp. 174–77. The same may be said of the paragraphs on the powers of the council

of the English city and the sources whence they are derived (pp. 260-69). The paragraphing of a "chapter" of from one hundred to one hundred and seventy pages is, however, a difficult task.

Much of the material presented is fairly familiar to students of municipal administration; though we have not, elsewhere, a comprehensive survey of the municipal government of each country taken separately. Dr. Munro misses the opportunity Dr. Fairlie has of giving a comparative study, point by point, of the several municipal governments. He has the advantage, however, of giving an idea of, say, Prussian municipal government as a unit; and a synopsis or outline would make comparative study very easy of accomplishment. The present work, moreover, contains many new minor points which serve to throw light on the subject; as, for example, in the case of the explanation of the rôles of politics and political parties in municipal elections in Germany (pp. 146-50); and in the reasons for the high standard of municipal councilors in that country (pp. 150-54); and the position of the *Deputationen* as executive committees is brought out especially well (pp. 197-205). Many points are made much clearer than in previous books, as, to cite two more instances from Germany, the result of disagreement between the council and the *Magistrat* (p. 161), and the payment of members of the *Magistrat* (p. 163), not to mention more.

Certain features have been cited by previous writers on European municipal government, and even given space out of proportion to their relative importance because they were so radically different from what we have in America. Dr. Munro has, in several instances, shown how some, at least, of these features are more or less occasional rather than regular. Thus, for example, the formal regulation of a heavy fine to make civil service compulsory (p. 154); and the refusal of the king of Prussia to ratify the selection of a certain man as burgomaster of Berlin (p. 188).

The footnotes are adequate for the student who wishes to trace statements to their sources, and yet there is not a superabundance of them. Dr. Munro has steered very successfully between Scylla and Charybdis, in this respect. He has usually made his points clearly, using cross-references and footnotes where necessary. In some few instances, however, there is something to be desired; as, for example, is the case with the "higher authorities" referred to on p. 164. This is always a difficult point for American students, since we do not have higher administrative officers who have more

or less control of certain municipal affairs. Hence such statements as: "In the case of paid magistrates, the choice of the council must be confirmed by the higher authorities before it becomes valid" (p. 164), and ". . . the higher authorities may temporarily fill the post . . ." (*ibid.*), ought to include some reference to the particular authority intended. To be sure, it is possible that reference is here made to what, three pages earlier, were called "the appropriate higher authorities," with a footnote explaining which they are in the instance there mentioned; but if that be the case, it seems as though a footnote to that effect should be given.

Especially commendable is the use made of French and German terms. No attempt at mere display is shown, but the phrases, often so difficult to render adequately in English, are given—usually in parentheses after the English translation. This is of great help to the student who uses the sources, as sometimes he can hardly tell just what a writer is referring to if only the translation is given—so difficult of exact translation are many terms and phrases found in foreign works on municipal government. One wonders, however, why the French terms should be italicized while the German ones are left in Roman. Italicizing the French terms gives them an importance and an emphasis that are not in keeping with their purely explanatory character. One is inclined to prefer the clearer, more uniform appearance of the page in the chapter devoted to Prussian cities. One notes an anomaly in the italicizing of the word *arrondissement* throughout the chapter on French cities; though the same word is in roman on p. 136.

There is a good bibliography with a terse characterization of many of the works named. The list seems almost more inclusive than necessary, as some of the articles and books given are of very minor importance. The characterizations given of the works are, however, so far as we are able to check them, thoroughly dependable; and these will serve to indicate, even to a beginner, those references which will be most valuable for him.

The style is sometimes too involved for rapid reading—many sentences needing to be broken up and recast—but the work is to be strongly recommended as a textbook because of its inclusiveness, conciseness, accuracy, and unified treatment.

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